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Message Text

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SUBJECT: CIVAIR - AVIATION TALKS WITH EUROPEANS; OTHER
BILATERAL ISSUES
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SUMMARY. A SITUATION WITH RESPECT TO SCHEDULING AVIATION

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NEGOTIATIONS HAS DEVELOPED, THE POSSIBILITY OF WHICH WE ANTICIPATED IN DECEMBER WHEN WE PROPOSED 90-DAY EXTENSIONS OF THE CHARTER UNDERSTANDINGS. JANUARY AND FEBRUARY NEGOTIATING SCHEDULE FULLY COMMITTED (WITH EXCEPTION WEEK OF FEBRUARY 23 WHICH WE WILL PROPOSE TO BRITISH) AND MARCH HAS ONLY FEW OPEN DATES IN WHICH TO HOLD SECOND ROUND OF CHARTER TALKS WITH EUROPEANS. SPECIFIC INSTRUCTIONS FOLLOW.

1. FOR LONDON. BRITISH EMBOFF CRUICKSHANK HAS BEEN IN FREQUENT CONTACT WITH DEPARTMENT IN EFFORT TO PURSUADE US THAT BRITISH OFFER INCORPORATED IN BROWN'S DECEMBER 17 LETTER TO EMBASSY CAA REPRESENTS GENEROUS BRITISH ATTEMPT TO REACH INTERIM AGREEMENT ACCEPTABLE TO BOTH SIDES. CRUICKSHANK HAS PRESSED FOR US COUNTER TO BRITISH OFFER (WHICH WE HAVE EXPLAINED IS NOT POSSIBLE IN INTERIM AGREEMENT) AND FOR EARLY RESUMPTION OF CHARTER TALKS. IN DOING SO, CRUICKSHANK HAS BETRAYED SOME BRITISH CONCERN WITH ABSENCE OF CHARTER UNDERSTANDING.

2. FOR VARIOUS REASONS DEPT AND CAB PREFER THAT SECOND ROUND OF CHARTER TALKS BEGIN WITH BRITISH. WE INDICATED TO CRUICKSHANK THAT WEEK OF FEB 23 IN WASHINGTON WOULD BE EARLIEST POSSIBLE TIME AND PLACE FOR BILATERAL TALKS. EMBASSY CAA SHOULD SEEK EARLY BRITISH ACCEPTANCE THESE DATES. CAA SHOULD NOTE THAT BILATERAL MEETING PROVIDES OCCASION AND OPPORTUNITY FOR SEPARATE DISCUSSIONS OF OTHER ISSUES AND THAT US SIDE PLANS EXPLORE QUESTIONS SUCH AS SEABOARD ROUTING WITH BRITISH SIDE AND IS OBVIOUSLY WILLING DISCUSS ANY MATTERS BRITISH SIDE MAY WISH TO RAISE.

3. FOR THE HAGUE AND PARIS. EMBASSIES SHOULD EXPLAIN TO APPROPRIATE DUTCH AND FRENCH AUTHORITIES THAT GROWING NUMBER OF NEGOTIATING COMMITMENTS AND DIFFICULTY IN BRINGING TOGETHER KNOWLEDGEABLE US NEGOTIATORS AND MEMBERS OF US DELEGATION MAKE SECOND ROUND OF CHARTER TALKS VIRTUALLY IMPOSSIBLE BEFORE INTERIM AGREEMENTS EXPIRE ON FEB 29. EMBASSIES SHOULD SEEK DUTCH AND FRENCH AGREEMENT TO FURTHER EXTENSION INTERIM UNDERSTANDINGS (PREFERABLY AS BEFORE, IN WRITING) PENDING RENEWED TALKS. FINALLY,
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EMBASSIES SHOULD INDICATE US SIDE AVAILABLE DURING FOLLOWING PERIODS IN MARCH AND SHOULD SOLICIT PROPOSALS FOR TWO OR THREE-DAY MEETINGS DURING THESE PERIODS: MARCH 9-13; MARCH 22-26; AND MARCH 29-APRIL 2.

4. IN ADDITION, EMBASSY PARIS SHOULD INFORMALLY ADVISE DOZ OR OTHER ECAC OFFICIALS THAT (1) US HAS NOT OVERLOOKED ECAC PROPOSAL TO MEET IN MID-MARCH; (2) SCHEDULING DIFFICULTIES AND REMAINING UNCERTAINTIES SURROUNDING BILATERAL QUESTIONS MAKE IT DIFFICULT TO RESPOND TO ECAC PROPOSAL AT

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MOMENT; (3) FOR SAME REASON, US WOULD PREFER CONSIDER LATER MEETING, SAY IN MAY OR JUNE; AND THAT (4) US WILL SHORTLY RESPOND FORMALLY.

5. FOR BONN. AS WITH BRITISH TALKS, MEETING WITH GERMANS WILL PROVIDE OPPORTUNITY TO EXPLORE SEPARATELY OTHER BILATERAL ISSUES, SUCH AS FMT TRUCKING RESTRICTIONS. OBVIOUSLY, TWO OR THREE DAYS INSUFFICIENT TO DEAL WITH CHARTERS, TRUCKING AND QUESTION OF NEW US RIGHTS FOR LUFTHANSA. EMBASSY SHOULD APPROACH FRG OFFICIALS SOONEST ALONG LINES PARA 3 ABOVE NOTING US AVAILABILITY DURING PERIODS IN MARCH INDICATED AND STRESSING DESIRABILITY OF MEETING DURING THE LONGER PERIODS, VIZ, WEEKS OF MARCH 22 OR MARCH 29. THIS SHOULD PROVIDE ADEQUATE TIME FOR CHARTER DISCUSSIONS AND FOR THE SEPARATE DISCUSSIONS SCHEDULED SERVICE MATTERS. IF QUESTION OF ADDITIONAL RIGHTS FOR LUFTHANSA COMES UP AGAIN AS IT UNDOUBTEDLY WILL, EMBASSY SHOULD REPLY TO EFFECT THAT US SIDE PREFERS THAT DISCUSSIONS BE CONFINED TO CHARTER AND TRUCKING MATTERS, BUT

THAT IF FRG WANTS TO DISCUSS LUFTHANSA LANDING RIGHTS, US SIDE WILL OF COURSE LISTEN. PUTTING IT IN THIS WAY DOES NOT COMPROMISE NEGOTIATING FLEXIBILITY BUT AT SAME TIME PROVIDES SOME INCENTIVE FOR GERMANS TO MEET IN WASHINGTON.

6. FOR VIENNA. DRAWING ON ABOVE AS NECESSARY, EMBASSY SHOULD EXPLAIN TO AUSTRIANS THAT WHILE WE HAD LOOKED FORWARD TO EARLY CHARTER MEETING IN VIENNA, THIS IS NOT NOW POSSIBLE. EMBASSY SHOULD INDICATE THAT WHILE UNABLE AT MOMENT TO SAY PRECISELY WHEN,USDEL PLANS VISIT TO VIENNA
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IN CONNECTION WITH FUTURE CHARTER TALKS IN EUROPE. EMBASSY SHOULD ADD THAT US AUTHORITIES WOULD IN MEANTIME WELCOME AUSTRIAN DELEGATION IN WASHINGTON.

7. FOR DUBLIN. THAT INTERIM AGREEMENT WITH IRISH EXPIRES ON MARCH 31 ENABLES US TO DEFER FOR THE MOMENT AT LEAST QUESTION OF RENEWED TALKS WITH THEM. IT MAY TURN OUT IN ANY EVENT THAT AGREEMENT WITH OTHERS, PARTICULARLY BRITISH, OF SOME ISSUES NOW BETWEEN US AND IRISH MAY OBVIATE NEED FOR FORMAL TALKS. IN THIS CASE, EMBASSY COULD FINALIZE AGREEMENT ON BASIS OF PRESENT DRAFT. ANTICIPATE BEING IN POSITION TO COMMENT ON THIS POSSIBILITY MORE FULLY FOLLOWING TALKS WITH UK.

8.. FOR BRUSSELS. GIVEN WIDE DISTANCE BETWEEN US AND BELGIAN POSITIONS, WE SEE LITTLE VALUE IN SUGGESTING SECOND ROUND OF CHARTER TALKS AT THIS POINT. INTERIM UNDERSTANDING DOES NOT EXPIRE UNTIL MARCH 31 GIVING US

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SOME TIME TO CONSIDER OUR NEXT MOVE. IN MEANTIME WOULD APPRECIATE EMBASSY COMMENTS AND RECOMMENDATIONS AS TO HOW WE SHOULD NOW PROCEED. WOULD BELGIANS, FOR EXAMPLE, CONSIDER ANOTHER THREE OR FOUR MONTH EXTENSION OF UNDERSTANDING? SISCO

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